

Discussion Paper No. 10

# Poverty, Social Equity & Community Well-Being

Prepared for

The Regional Chairman's Task Force on  
Sustainable Development

by

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May 3, 1991



## Acknowledgements


Although the preparation of this paper was undertaken through the Hamilton-Wentworth Planning and Development Department, Regional Planning Branch, it was prepared in conjunction with a number of individuals whose knowledge and experience is reflected in the paper. Mary Janiga and Sharon Laffrenier from the Hamilton Against Poverty Committee, Helen Geagan from the Neighbour to Neighbour Food Bank, Shelley Rempel from the Housing Help Centre, Don Jaffray from the Social Planning and Research Council of Hamilton and District and Ann Scott from the Social Planning Division, Hamilton-Wentworth Department of Social Services volunteered their time to meet, brainstorm and discuss ideas and content plus provide background material and research.



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## 1.0 Introduction

The Regional Chairman's Task Force on Sustainable Development has been charged with the task of developing a new vision for Hamilton-Wentworth. The Task Force has recognized the principles of sustainable development to encompass the:

- o fulfilment of human needs for peace, clean air and water, food, shelter, education, and useful and satisfying employment;
- o maintenance of ecological integrity through careful management, rehabilitation, reduction in wastes and protection of diverse and important natural species and systems;
- o provision for self-determination through public involvement in the definition and development of local solutions to environmental and development problems; and
- o achievement of equity with the fairest possible sharing of limited resources among contemporaries and between our generation and our descendants.

The focus of this discussion paper is on the fourth principle and the achievement of equity. The disparities between the First World and Third World in human well-being is a vivid example of our failure to share among contemporaries. Addressing these inequalities is important because as the Bruntland Commission stated, ". . . our inability to promote the common interest in sustainable development is often the product of the relative neglect of economic and social justice within and amongst nations" (WCED, 1987:49).

Although the disparities in Canada may not be as large, inequalities still exist. Poverty in Canada means an inability to gain access to the full range of opportunities available to the majority of Canadians. True equity is not just the sharing of wealth but also the sharing of power and opportunities. The issue of poverty was emphasized by the Ontario Provincial Government in the opening comments of its *Speech From the Throne* (November, 1990:2).

A basic assumption of conventional economics is that all growth is good and the more growth there is the better. Consequently the traditional solution to economic inequalities is the belief that as the economy grows and prospers, the "trickle down" effect will raise standards of living. At the global scale this is an impossibility because the costs to the environment needed to bring the Third World to First World living standards are unacceptable (Gardner and Roseland, 1989a).



In Canada, the continued existence of poverty while the economy experienced strong growth, would suggest economic growth alone will not solve the problem of inequalities. Furthermore, large scale increases in government transfer payments have also failed to address the issue.

The creation of a healthy, just, sustainable environment requires more than financial aid and the "trickle down" from continued economic growth. The concept of sustainable development suggests a need to recognize that there are limited resources and we must examine the way in which these resources are utilized. The slice of the pie taken needs to be changed, not the size of the pie.

A discussion of who are the poor and why they are living in poverty is an important component of developing a sustainable vision for Hamilton-Wentworth.

## **2.0 What is Poverty?**

The appropriate method of identifying whether an individual is living in poverty, has been the subject of much debate. This debate is not solely an academic one, but also political. To define the word poverty, is to define the problem. Suggested solutions and actions are strongly tied to the definition of poverty (Fine, 1990).

A number of measures have been developed which provide a definition of poverty by income. There are two basic types: an absolute measure and a relative measure. An absolute measure assumes that poverty can be measured by determining the cost of basic essentials for physical survival (Gunderson, 1983). The income required to pay for these basic necessities becomes the income measure of poverty. It has been suggested that in the most extreme case this would amount to \$2,000 a year (Ross and Shillington, 1989a:3).

The relative approach is based on the notion of a more equitable distribution of income in society. The incomes and purchasing power of the poor are compared with the standard of living of people in the larger community (Gunderson, 1983). The poor are those whose income levels are such that they stand out in relation to the surrounding community. A level of income is needed for a person to participate fully in and take advantage of the opportunities available in Canadian society.



In addition to the debate on the approaches to measuring poverty, a debate has occurred over the geographic scale of application. Does one measure poverty at a global, national, provincial or even a local scale? Arguments have been made that the poor of Canada are really just the bottom rung of the rich globally. Yet it is obvious that relative to the majority of Canadians, the poor of Canada are at a disadvantage.

One of the key themes of sustainable development is the recognition of the global inequalities. For example, the poorest fifth of the world's population has less than 2% of the world's economic product while the richest fifth has 75%; the 26% of the world's population living in the First World consumes over 80% of the non-renewable resources and from 34% to 50% of the food products (Gardner and Roseland, 1989:26). Although one must act locally in addressing any of the numerous problems highlighted under the concept of sustainable development, the solutions adopted must be sensitive to the global situation for significant change to occur.

Unlike the United States, Canada has no official definition of poverty. The closest to an official definition of poverty is Statistics Canada low-income cut-off lines, which vary by community and family size (Gunderson, 1983). This measure defines the minimum amount required by the household for basic living requirements. Those households spending more than 58.5% of their income on food, shelter and clothing are considered to be living in straitened circumstances. Their income levels are insufficient to provide for their other basic needs.

Canada's Unofficial Poverty Line, 1990					
Family Size	Community Size				
	> 500,000	100,000 499,999	30,000 99,999	< 30,000	Rural
1	\$14,078	12,365	12,079	11,011	9,583
2	19,082	16,762	16,374	14,926	12,991
3	24,255	21,303	20,812	18,972	16,513
4	27,927	24,528	23,961	21,843	19,012
5	30,513	26,799	26,180	23,932	20,772
6	33,120	29,088	28,417	25,905	22,547
7+	35,622	31,287	30,565	27,864	24,251

*Source: National Council of Welfare estimates of Statistics Canada low income cut-offs (1986 base) for 1990.*

While the low-income cut-offs are useful for analysis of income distributions, and the description of characteristics of people with relatively low incomes, they are not intended as a measure of poverty. They do not take into account many other factors such as accumulated wealth, non-monetary income, and future earnings potential, which are also important in determining the economic well-being of families and individuals (National Council of Welfare, 1989).



Although Statistics Canada low-income cut-offs and similar measures are usually adopted as a method of identifying poverty, none are used as a guide for determining social assistance levels. Social assistance levels lean towards an absolute, or basic needs, approach to defining assistance levels. Social assistance levels are well below the identified low-income cut-off lines. In Ontario, a single individual on social assistance receives an income that is 35% to 40% below the Statistics Canada low-income cut-off line. Assistance levels are so low, that in Hamilton-Wentworth almost 60% of General Welfare Assistance recipients spend more than 50% of their income on shelter alone. It should be noted that approximately 40% of the recipients are considered unemployable because of personal circumstances such as a disability.

In 1987, the National Council of Welfare claimed social assistance levels were inadequate in both absolute and relative terms. In an absolute sense, they are insufficient to meet the basic costs of living. They are inadequate in a relative sense because welfare benefits are not protected against inflation.

The debate over how to define poverty is one about what are appropriate expenditures. Although no one argues that you are living in poverty when you can not afford to eat, the debate is about, whether you live in poverty if you can not afford to eat as well as your neighbour and who is the neighbour.

Even if agreement could be reached about what expenditures to allow, the level would vary according to factors such as location, time and household circumstances. For example, a family with two pre-school children with disabilities will probably have a higher income need than a family with two teenage children. What constitutes poverty in effect varies from family to family. In lieu of providing a strict income definition of poverty, it is argued that no one definition is more appropriate than another.

Although there is no easy definition of poverty, the link between income and the well-being of Canadians is well documented. A few examples include:

- o a high school drop out and truancy rate that is higher,
- o a child mortality rate, which is twice as high among families at the lowest income level than it is among families at the highest level,
- o low birth weight, a major contributor to developmental disabilities, is more common among children from low income families.

Low income families, in particular their children, stand-out from their peers. Often they are less healthy, have limited access to skill building activities and usually live a more stressful life (Canadian Council on Social Development, 1989).

Furthermore people who consider themselves poor can tell you what it's like to live in poverty (Report of the Social Assistance Review Committee, 1988). Being poor can often mean:

- o relying on food-banks, and soup kitchens;
- o children often missing out on a school activities;
- o rarely visiting a dentist;
- o living in inadequate and usually unsafe housing; and
- o living in areas with high crime rates or of high health risk.

The persistence of poverty and its effects on people, particularly children, are all indicators of a community's well-being. Rather than trying to establish an income definition of poverty for Hamilton-Wentworth, the concept of sustainable development suggests a concern about the distribution of wealth and access to opportunities.

## 2.1 Income Distribution

Recent reports in the press have suggested that the middle class in Canada is slowly disappearing at the benefit of the rich (Beauchesne, 1991; Canadian Press, 1991). The following table presents the distribution of income in Canada by quintile. Each quintile represents 20% of the population ranked according to total gross household income. An equal number of households is represented in each quintile.

Share of Total Income by Quintile, 1973, 1979, & 1989, Canada.									
Quintile	Families			Unattached Persons			All Households		
	1973	1979	1989	1973	1979	1989	1973	1979	1989
Lowest	6.1	6.1	6.5	3.2	4.6	5.8	3.9	4.2	4.8
Second	12.9	13.0	12.6	8.6	8.9	10.5	10.7	10.6	10.5
Middle	18.1	18.4	17.8	15.2	15.8	15.8	17.6	17.6	17.9
Fourth	23.9	24.3	23.8	24.9	25.1	24.7	25.1	25.3	24.6
Upper	38.9	38.3	39.3	48.1	45.6	43.3	42.7	42.3	43.2
	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

*Source: Statistics Canada, Catalogue 13-207.*

In 1989, the top 20% of Canada's households received over 40% of the total available income while the bottom 20% received less than 5%. The distribution of income seen in 1989, has essentially been the same for the last 15 years. The top quintile has consistently received almost 9 times as much income as the bottom 20%.



The only real change has been a slight increase in the share of income received by the bottom quintile of unattached individuals. Because a large proportion of unattached people are elderly, it has been suggested that the increase is a result of improved public and private pension programs (Ross and Shillington, 1989a).

Why the degree of inequality in income distribution has remained consistent is unclear. The fact that it has remained unchanged despite large scale growth in the economy and major changes in the distribution of public dollars suggests the conventional solutions have failed.

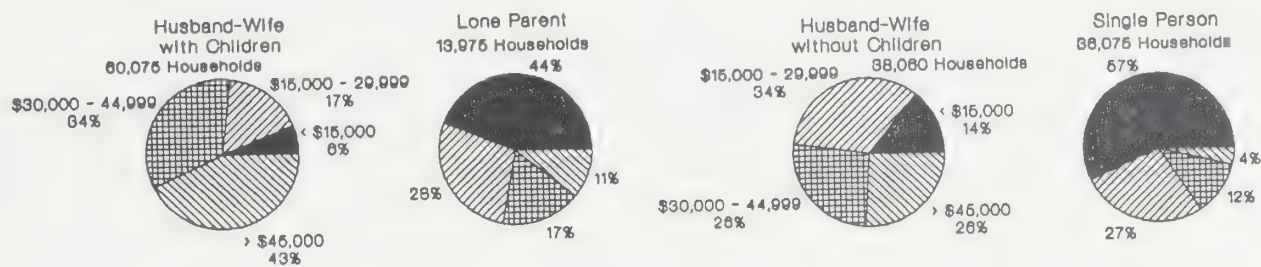
Although it can be argued that people with low incomes have at least maintained their share of the wealth, an examination of income distribution only tells part of the story. Low wage jobs tend to have limited advancement and on-the-job training opportunities. They are often unstable, rarely provide private pensions, union membership, or job satisfaction, let alone security. Well paid jobs bring everything poorly paid jobs do not. The Economic Council of Canada refers to this as the "good-job / bad-job" divide (Torjman and Battle, 1990).

Hamilton-Wentworth's income distribution is generally similar to that in Ontario and Canada. The majority of Lone Parent families and Single Person households have incomes below the poverty line. Approximately 30% of all family households renting in Hamilton-Wentworth pay more than 30% of their gross income on rent.

The median household income in 1985 for Hamilton-Wentworth was \$30,550. The City of Hamilton has a median income lower than the regional average while the surrounding suburban municipalities are all higher, with Ancaster recording the highest at \$48,230. The distribution by income levels partially reflects the availability of affordable housing plus local services such as public transit.

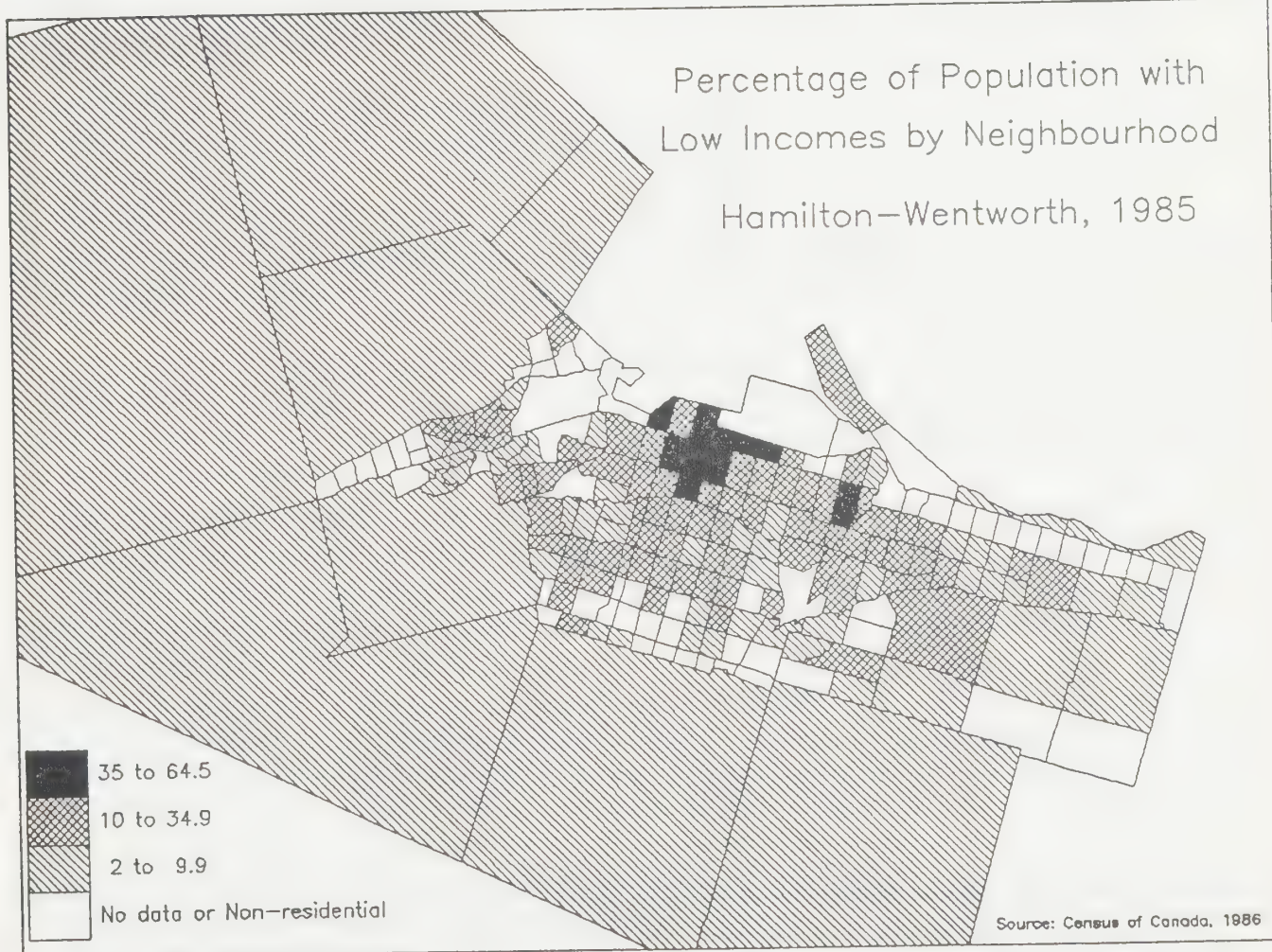
Just over 17% of the people in Hamilton-Wentworth in 1985 lived in a family with an income below the Statistics Canada Low-Income Cut-Off Lines. Although the largest proportion of people living in poverty reside in the east-central area of Hamilton, every neighbourhood has some one living in poverty. Poverty is a issue for the entire Region, not just one municipality or neighbourhood.

## Income by Household Type, Hamilton-Wentworth, 1985



Source: Statistics Canada, Special Tabulations, 1986.

## Percentage of Population with Low Incomes by Neighbourhood Hamilton-Wentworth, 1985





## 3.0 The People

The degree of social equity achieved in a community is revealed in the degree to which society allows and encourages all persons access to the full range of opportunities, so they may pursue their aspirations to the fullest of their talents. Unfortunately, as the following discussion suggests, segments of the community are denied full participation due to circumstances beyond their control. Facilitating the participation in society of every individual as an equal with all others is necessary for eliminating the disparities.

An individual's ability to participate in society is strongly tied to their level of income. Income in turn is related to a person's education and labour force participation. Factors hindering a person's access result in our failure to achieve social equity.

There has never been a time when there were no poor. What has changed is the reasons for their poverty and who they are. Factors such as:

- o the lack of affordable housing;
- o the lack of support services for victims of family violence;
- o the lack of community supports for the disabled;
- o the lack of job opportunities;
- o the lack of affordable daycare;
- o the lack of accessible and inexpensive transportation; and
- o the lack of appropriate education, training, and retraining for people;

have changed dramatically the characteristics of who is poor.

### 3.1 Children and Lone Parents

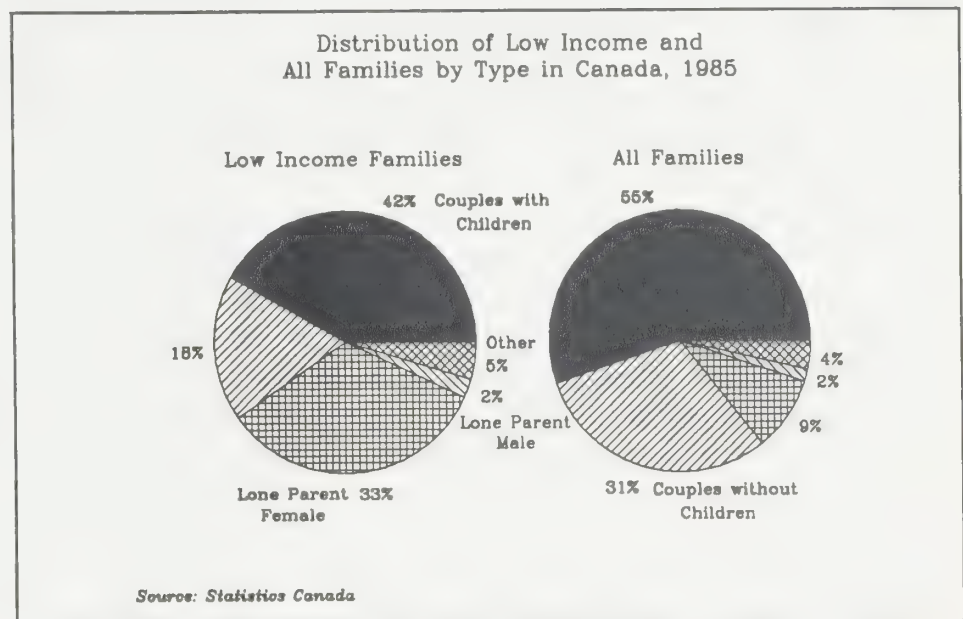
One of the more recent trends and probably of greatest concern, has been the continued increase in the number of children in poverty. Although recent trends reveal a stabilization of the overall rate, the rate of incidence among children of young families has increased to a rate higher than seen during the 1970s. If the trend continues the overall rate of child poverty will increase and a growing proportion of children will be living in poverty. Currently close to 15% of Ontario's children live in families with incomes below Statistics Canada low-income cut-off line (Report of the Social Assistance Review Committee, 1988).

An underlying cause of the increase in child poverty is the dramatic increase in lone parent families (Moore, 1987). Almost 1 in 3 marriages end in divorce. Current estimates indicate that well over half of all lone parent families live in poverty and almost 90% of these lone parent families are headed by women.



The children of lone parents are not only more likely to be poor but also to be more severely poor than children of married couples. An estimated 4 out of 10 people receiving social assistance in Ontario are children, representing almost 9% of all children in Ontario.

Of all family types, lone parents have by far the highest incidence of low income. Female headed lone-parent families make up only 9% of all families but almost one-third of all low income families. In 1986, there were approximately 14,000 lone parent families in



Hamilton-Wentworth representing almost 20% of all families with children. Almost 44% of all lone parent families in Hamilton-Wentworth had an income below the poverty line.

A number of arguments have been presented as to why such a large number of lone parent families live in poverty. They include a failure to ensure adequate child support and enforce the payment of child support (Reuber, 1991), a lack of subsidized daycare that prevents many women from working or obtaining an education, the lack of proper support services to help women make the transition from being dependent to being independent, and the inability of lone parent families to compete in an economy that increasingly requires two incomes per household (Glossop, 1989; Report of the Social Assistance Review Committee, 1988).

Lone parents must raise their children while facing a double disadvantage; they lack support from a spouse and usually have lower paid job skills by which to gain an adequate income. The lack of support for lone parents is highlighted by the fact that in 1987, there were regulated child-care spaces for only 9% of the children aged 6 and under in Canada. In comparison the rate was 42% in Sweden and 20% in Japan (George, 1990b).

In Hamilton-Wentworth, a survey completed in 1988 found a total of 150 families on the waiting list for subsidized daycare (Social Planning and Research Council, 1989). More recent investigations have found a total of 400 empty daycare spaces. Although there are vacancies many places such as McMaster Daycare have a 2 year waiting list and there are no vacant subsidized spaces. The demand for daycare from certain organizations is partially a reflection of consumer demand, plus a reflection of a failure to ensure that daycare is available where needed and at a reasonable cost.

More recent research on child poverty has revealed that any suggested decreases in child poverty in Canada are the result of the increased activity of women in the labour force, and the decline in family size rather than the result of any government actions or changes in the economy (Dooley, 1990). These findings are significant because the increased number of hours worked by women are not being replaced by an increased number of hours of parental care and because the fertility rate remained stable during the 1980s. Declining family size can not be counted on for any further reduction in child poverty.

Whatever the underlying cause, children in poverty lack the same developmental opportunities available to the majority of children. Examples include limited access to infant or pre-school stimulation programs, access to community support services, quality child care and often a lack of money for school related costs (Canadian Council on Social Development, 1989).

### **3.2 The Working Poor**

The vast majority of people living in poverty receive no form of social assistance. This group known as the 'working poor' has felt the effect of several economic trends. The recession during the early 1980s resulted in the elimination of many manual or low-skill jobs as industries adopted automated processes to compete internationally. People with obsolete skills and limited education are the ones who carry most of the burden of economic restructuring.

Although it has been argued that economic restructuring will not lead to a reduction in the number of jobs, the question is about the type of jobs that will be available for those with limited skills and education (Menzies, 1990). The majority of new jobs have been in service producing industries. The type of jobs created in these industries are at opposite extremes. Many service jobs are well paid (i.e. health, education, finance, real estate) but require high education and skill levels while the majority tend to be low-paid, low-skill jobs. In 1987 the majority of new jobs created in Canada paid less than \$300 a week, which was two-thirds of the average weekly earnings for all earners. The majority of these new low-wage jobs were concentrated in the



accommodation and food services, which paid \$183 a week; in personal services which paid \$249 a week; and in the retail trade which paid \$272 a week (Torjman and Battle, 1990).

Economic restructuring and the poor quality of jobs for people with low job skills are the two major reasons for an increased number of young singles living in poverty and receiving social assistance. Because of a lack of opportunity the poorly skilled and undereducated tend to drift from one short term job to another. A sporadic work history limits their ability to retain full-time employment and often makes them ineligible for unemployment insurance. Social factors such as an increasing high school drop out rate suggest that the problem of providing suitable employment for the poor will only increase.

The introduction of new technologies as industries restructure has also been the cause of more recent increases in older workers being laid-off and their families living in poverty. The skill requirements have changed and those with limited education are ill-suited to make the readjustment. This trend is of particular concern because job loss is among the ten most stressful life changes and is related to loss of self-worth, and loss of friendships and social supports (George, 1990a).

### **3.3 The Disabled**

During the 1980s the disabled became one of the largest groups in Ontario receiving social assistance. This growth is the result of factors such as policies promoting deinstitutionalization and community integration, barriers to employment, and the failure to provide adequate support services.

Since the mid-1970s the provincial government has pursued a policy of reducing the number of institutional beds for developmentally and psychiatrically disabled people. Income support for the disabled is now delivered through social assistance in the community. Government expenditures for the disabled have been transferred from institutional-based care to the community sector.

Arguments have been made that neither the benefit levels available to a disabled person on social assistance or the levels of support services are adequate to permit a person to live an independent life and integrate with the community (Report of the Social Assistance Review Committee, 1988).

In Hamilton-Wentworth the issues of income and integration for the disabled have been identified and highlighted in a number of reports. The *Report of the Task Force on Care for the Psychiatrically Disabled* (1988) identified 361 chronic psychiatric clients receiving case coordination management services in July 1987 and 180 people receiving out-patient case management services from



hospitals. The major finding of the Task Force was that community services are poorly funded and that the delivery of community based services are uncoordinated and poorly planned.

A survey of community agencies in 1990 found 870 people in Hamilton-Wentworth who are developmentally disabled (Association of Agencies for Treatment and Development, 1990). The majority (44%) live with families while 5% live independently, 13% in a group home and the remainder in some form of residence with support care. The most common support services currently needed are companionship, social skills training, recreation and adult education.

In 1986 Statistics Canada administered a national survey (The Health and Activity Limitations Survey) of the physically disabled. According to this survey, there were approximately 38,000 people (11% of the population) aged 15 and over, in Hamilton-Wentworth with at least one physical disability. Just over 70% had a moderate or severe disability which put significant restrictions on activities.

As a person ages the likelihood of becoming physically disabled increases. According to the 1986 survey, there were an estimated 14,800 disabled persons aged 65 and over, representing 40% of the disabled population aged 15 and over and almost 30% of the population aged 65 and over.

Almost 55% of the disabled indicated a personal income of less than \$10,000 (1985 dollars) while only 16% indicated an income of greater than \$20,000. The vast majority of disabled individuals have an income below the Statistics Canada low-income cut-off line. Over 30% of people receiving some form of social assistance in Ontario are disabled. Low income levels in addition to their disability puts severe restrictions on the disabled.

Only about 40% of the disabled aged 15 to 64 are employed, 5% unemployed and over half are not in the labour force. Of those in the labour force over half are limited in the kind or amount of work they can do because of their disability.

A person's ability to participate in leisure activities is affected by disabilities. Almost 40% indicated a desire to participate in more leisure activities. About one half were limited in participation because of high costs.

Income is directly related to a person's education and labour force participation. The disabled have lower education levels and labour force participation rates and therefore lower incomes. Obstacles to participation contribute to poverty among the disabled and the failure to achieve social equity.

The lack of opportunity for self-determination is due in part to disabilities, in part to physical barriers to participation and in part to unintentional and intentional discrimination.

### 3.4 The Elderly

People aged 65 and over make up 13% of the Region's population. This proportion is projected to increase to 15% by the year 2006. The number of elderly living in the Region is expected to increase from 57,300 in 1988 to 73,900 in 2006 (29% increase). The oldest cohort (aged 80 and over) will grow the fastest, from 12,300 to 21,300, a 73% increase (Hamilton-Wentworth Planning and Development Department, 1989).

In comparison to the population as a whole the elderly are more likely to be disabled, have a low income and live alone. As people age they are more likely to need a variety of support services and/or support from family in order to maintain their independence.

Although the income levels of the elderly have increased due to improved government assistance programs many still live on a small income. Approximately 44% of elderly households in Hamilton-Wentworth had incomes below \$15,000 in 1985. The majority were elderly women living alone.

Income by Age of Household Maintainer Hamilton-Wentworth, 1985										
Income	Age Cohort									
	15-24		25-44		45-64		65+		Total	
	#	%	#	%	#	%	#	%	#	%
< \$15,000	3,940	47	10,070	16	8,895	17	13,895	44	35,000	25
15 - 29,999	2,505	30	14,965	23	10,795	21	11,100	35	37,000	25
30 - 44,999	1,455	17	20,735	32	12,930	25	3,535	11	35,000	25
> \$45,000	545	6	18,345	29	18,705	36	3,190	10	35,000	25
Total	8,445	5	64,115	30	51,295	50	31,720	25	155,500	100

*Source: Statistics Canada, Special Tabulations.*

The recently completed *Services for Senior's Study* (1988) has documented the need for and availability of services for seniors in Hamilton-Wentworth. As with all groups the inequalities faced by the elderly are not only in income but also in the provision of services appropriate to their circumstances.

### 3.5 New Canadians

Hamilton-Wentworth is a multi-cultural community with people originating from over 110 countries. Almost 25% of the people living in Hamilton-Wentworth in 1986 were born outside Canada. Between 1981 and 1986 Hamilton-Wentworth experienced a net international migration of almost 4,000 people. As federal immigration levels are increased, the number of international migrants arriving in Hamilton-Wentworth will increase. Greater immigration levels means urban areas such as Hamilton-Wentworth will become increasingly multi-racial. The issues of racism and barriers to services and opportunities for new Canadians are of greater concern, especially as the number of immigrants from Europe decline and the number from other origins increase.

The Social Planning and Research Council of Hamilton and District prepared a report in 1989 entitled "Diverse Racial and Cultural Groups' Access to the Social Service System" which highlighted the many barriers to services New Canadians and Native Canadians face. These groups face language barriers, and experience difficulties in understanding their rights and responsibilities, in identifying available services, in adjusting to new cultural values and expectations, and in integrating into the educational system and job market. The report also pointed out that these problems are exaggerated for refugees because of rules that prevent them from working and make them ineligible for health care.



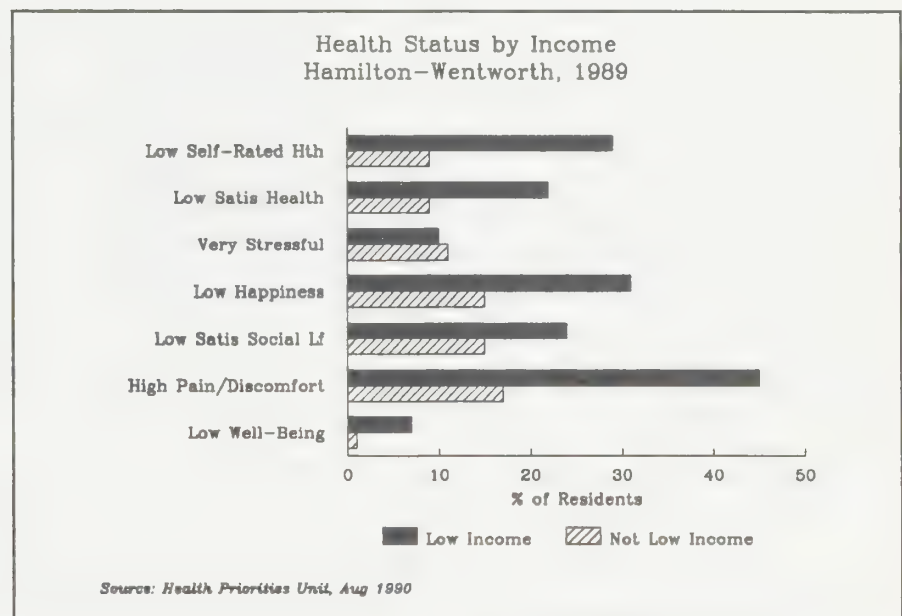
## 4.0 Community Well-Being

Community well-being is no easy thing to measure or identify. Perceived indicators of well-being differ from individual to individual and their measurement is often subjective. Although many indicators of well-being affect all members of the community, the effect on the poor is often more dramatic.

### 4.1 Health and Environment

Although no one would disagree that Ontario has one of the world's best health care services, it has not eliminated the link between economic status and ill-health. Individuals with low incomes tend to have higher rates of premature death and illness and tend to die at a younger age (George, 1990a). Poverty is a catalyst for ill-health. Poverty often means a poor diet, which lowers resistance to disease. Poverty can damage a person's self esteem which increases stress.

The Hamilton-Wentworth Health Survey completed in 1989, highlights the link between income and health. Individuals with low incomes tend to express a lower rating of self-health (a high predictor of future morbidity and mortality), a low satisfaction with health, a low level of happiness (the way a person feels about their current state of affairs), a low satisfaction with social life, a higher level of pain and discomfort which interferes with activities, and low measures of personal well-being (Health Priorities Analysis Unit, August 1990).



The links between poverty and factors such as ill-health probably have the greatest impact on children. Poverty has long term effects on children's health, school performance, and participation in extra-curricular activities. During childhood, poverty can mean a lack of drugs to control fevers, limited access to transportation, lack of good food, lack of vitamin supplements, and housing close to dangerous traffic and pollution. For children, the largest number of deaths, and those most strongly related to income, result from being hit by a car, from respiratory diseases and from drowning (George, 1990a).

In Hamilton-Wentworth, areas with high rates of pedestrian injuries among children, are areas with below average income levels (Health Priorities Analysis Unit, July 1990). Although these tend to be areas with the heaviest traffic flows, they are also the areas with the lowest cost housing.

Low birth weight has been linked to low income levels. This disparity has been eliminated in Sweden due to access to prenatal and postnatal care including nutrition, avoidance of dangers such as tobacco and alcohol, and child care skills for all income levels (George, 1990a).

Low income males in their working years tend to have fewer years that are disability free and an earlier age of death. For many their occupation brings exposure to more hazardous and dangerous environments. Researchers at McMaster University have examined the geographic distribution of mortality rates for people aged 55 to 64 in Hamilton-Wentworth, during 1980-82 (Liaw, et. al., 1989). Their research revealed that median family income is the most powerful explanator of spatial differences in mortality rates. Generally people aged 55 to 64 living in low income areas have a higher chance of dying. They suggest that people with low incomes face behavioral and environmental risks that increase their probability of death.

## 4.2 Illiteracy and Education

Another indicator of community well-being is the rate of illiteracy. The Statistics Canada Literacy Survey completed in 1989 revealed a national illiteracy rate of 16%. For people aged 16 to 24 the rate was 6% (Statistics Canada, 1990).

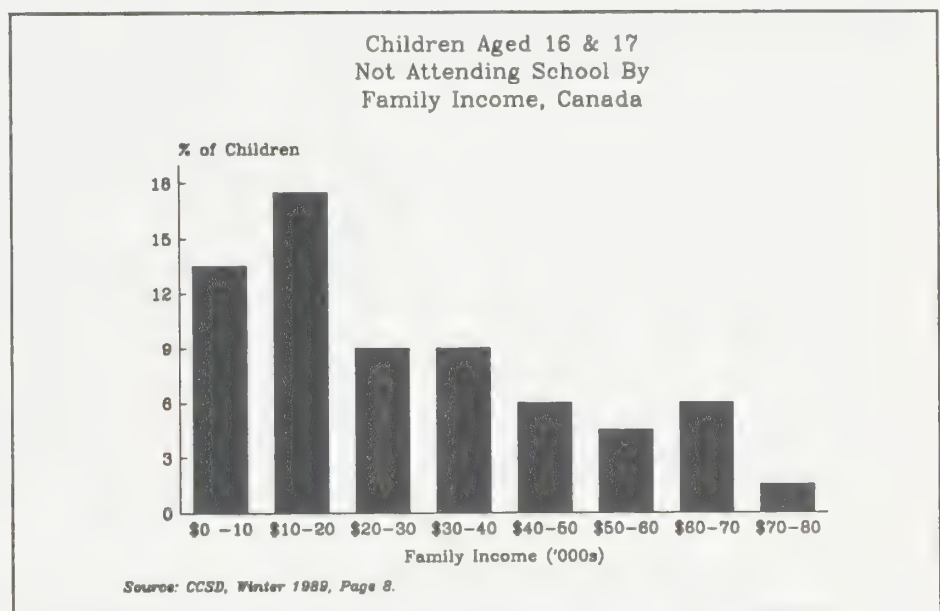
It has been estimated that illiteracy costs Canadian businesses \$4 billion in errors, retraining, work related accidents and foregone productivity (City of Burlington, 1990). The ability to read is becoming a must in a greater number of occupations. As industries re-equip with new technologies in the interest of competitiveness, there will be increased demand for an educated and skilled labour force and reduced need for unskilled labour.

The school drop-out rate and rate of truancy for poor teenagers is twice that for teenagers from non-poor families (Canadian Council on Social Development, 1989). During the next 20 years an estimated 190,000 Canadian children will quit school because of the effects of poverty. The Senate Committee

on Child Poverty estimated the financial cost of this projection at \$7 billion in lost income taxes, \$1 billion in foregone consumption taxes, \$220 million in reduced unemployment insurance contributions, \$660 million in increased unemployment insurance cheques, and \$710 million in extra welfare payments (York, 1991).

The importance of education to both personal and community well-being can not be over estimated. An entrenched high drop-out rate only helps establish the poverty cycle. A poor education leads to poor employment opportunities.

Education and literacy involves more than just reading and writing. They are a link between a person's private and public world. Without them, the individual's participation in society is severely hindered.





### 4.3 Housing

The provision of housing that is affordable, adequate and suitable is important to the poor and the community as a whole. A place to call home is critical to a person's self esteem, ability to seek work, and ability to care for dependents. A lack of stable housing can hinder a person's ability to cope with life crises and to establish themselves in the community.

The cost of housing represents the single largest expenditure for the majority of households in Ontario. In 1986, over 20,000 households in Hamilton-Wentworth saw the cost of rental accommodation consume over 30% of their gross income. In 1986, an estimated 56% of the households in the Region could afford to purchase the median priced dwelling, by 1988 the proportion that could afford the median priced dwelling had dropped to 37% (Hamilton-Wentworth Planning and Development Department, 1990). In February, 1991 there were almost 1,800 names on the waiting list of the Hamilton-Wentworth Housing Authority which is just one of more than thirty non-profit housing providers in the Region. The budgets of poor families in particular are strained by a lack of accessible and affordable housing.

The need and demand for affordable housing in Hamilton-Wentworth is well documented in the *Regional Housing Statement Update, 1990* and has been recognized by Regional Council through the formation of the Regional Chairman's Task Force on Affordable Housing. A strategy for addressing the housing problems of the Region is being prepared by the Housing Task Force and will be presented to Regional Council in either June or July, 1991.

### 4.4 Employment and Self-Esteem

Canadian society places a heavy emphasis on work and therefore the importance of paid employment and, hence, of high unemployment, cannot be dismissed. Through employment an individual will usually build a network of friends and acquaintances. A person's feelings of self-worth and perceived status in the community are strongly tied to employment. It is for these reasons that job loss can be devastating, especially for older workers.

It has become increasingly difficult for Canadians to find full-time employment. During the 1950s the unemployment rate in Canada averaged 4.2%, in the 1960s, 5% and in the 1970s, 6.7%. During the 1980s the average increased to 9.3%. The rate of unemployment in the Hamilton region is 9.4%, up from the just over 4% two years ago.



Unemployment is a measure of opportunity lost for both the individual and society. Society loses through the loss of goods and services that could be provided through employment. The economy is weakened because the unemployed are not developing job skills. Unemployment adds to the costs of unemployment insurance, welfare and social services (George, 1990b).

For the individual, unemployment means time lost, lost hope, lost self-esteem, increased stress and damaged health. It can mean the loss of skill development, career opportunities and income. Unemployment means the use of savings and a possible eventual slide into poverty.

Through continued and improved provision of support for job training and help in finding a job as the economy changes, we will create a better educated and more experienced work force, and lose fewer people to discouragement and unemployment.

The quality and type of jobs available is of importance to future community and personal well-being. Hamilton-Wentworth like the rest of Canada is experiencing the majority of its employment growth in the service sector. As mentioned earlier the type of jobs being created are split between unskilled low wage jobs and high skilled, high wage jobs. High paying jobs for people with limited education and skill levels are becoming increasingly scarce.

Between 1981 and 1986 the number of people in the Hamilton CMA employed in manufacturing declined by 8,350. Any new economic strategy developed for the Region must be sensitive to the characteristics and skills of the people who were formally employed in the manufacturing sector.

## 4.5 Lifestyle

Measuring the quality of life for the community is difficult because it is very dependent upon the individual and their perceptions. The following Table presents the percentage of households in each quintile owning the listed household goods. This information only provides an indication of the difference income makes in a household's lifestyle. Material goods are not the only indicators of quality of life.

Household Facilities by Income, Canada						
1989 Income Quintiles						
	Lowest	Second	Middle	Fourth	Highest	All
Cooking and Cleaning						
Washing Machine	51	67	79	87	92	75
Clothes Dryer	50	64	78	85	90	74
Dishwasher	18	28	42	53	69	42
Microwave Oven	45	61	72	79	84	68
Vacuum Cleaner	85	92	95	97	98	94
Entertainment						
Television	92	97	98	99	99	97
Cable Television	61	68	71	76	81	71
Home Computer	6	9	14	20	32	16
Telephone	96	98	99	99	99	99
Comfort and Safety						
Smoke Detectors	81	82	87	90	92	86
Fire Extinguisher	30	39	46	53	59	45
Air Conditioner	16	20	22	26	38	24
Transportation						
1 Automobile	45	61	62	55	42	53
2+ Automobiles	5	12	23	34	50	25
Housing						
Renting	61	47	36	24	14	36
Single Detached	38	47	57	67	77	47
Built 1960 or before	46	44	38	35	31	38

*Source: Statistics Canada, Catalogue 13-218.*

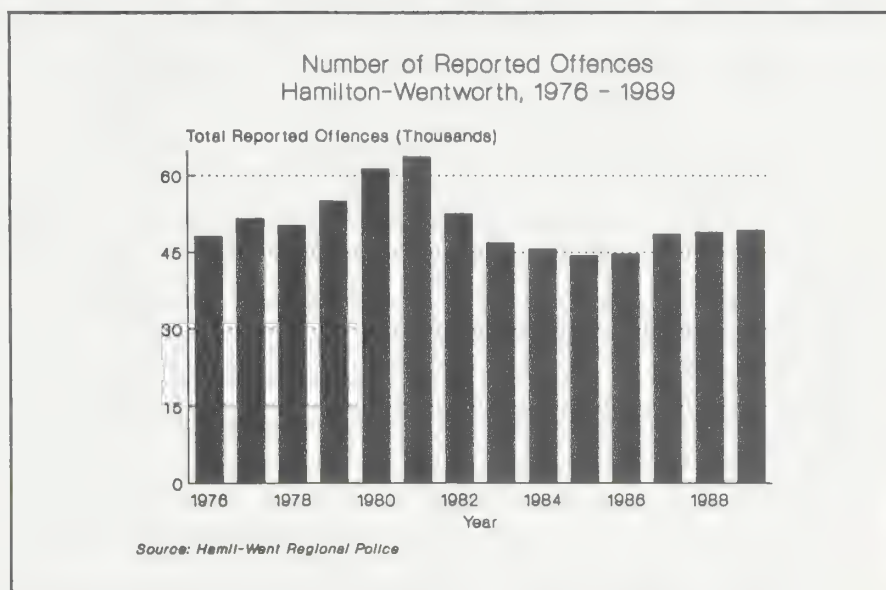
Generally households with higher incomes are more likely to own a greater range of household facilities. They are also more likely to be home owners, live in a single detached house that was built recently and have their own mode of transportation. The individual's quality of life, in particular housing and transportation, is influenced by income.



## 4.5 Crime and Safety

Another strong indicator of community well-being is the level of violence and criminal acts. During the 1970s the number of criminal offenses increased partially because there was a large number of teenagers and young adults in the population. This age group has the highest probability of crime, particularly

petty crime. Between 1981 and 1985 the number of offenses declined dramatically from over 63,000 to just over 44,000. Since 1985 the number of occurrences has been increasing at about the same rate as population growth. The rate of reported criminal offenses is about 11.5 reported offenses for every 100 people living in Hamilton-Wentworth.



Major offenses make up just over 60% of all reported offenses. Comparison of 1982 data to 1989 data shows that sex offenses and assault offenses make up a greater proportion of major offenses while theft has declined. Only fraud, sex offenses and assault show an increase in number between 1982 and 1989. Through the 1980s the number of homicides in Hamilton-Wentworth remained around 10 a year.

Reported Offenses by Type in Hamilton-Wentworth, 1982 & 1989

Year	Homicide	Sex Offenses	Robbery	Thefts	Break & Enter	Assault	Fraud	Drug Offenses	Other
1982	9 0.02%	252 0.5%	379 0.7%	19,586 37.3%	6,770 12.9%	3,213 6.1%	1,849 3.5%	1,378 2.6%	19,104 36.4%
1989	7 0.01%	536 1.1%	303 0.6%	16,789 34.1%	5,058 10.2%	4,799 9.7%	2,432 4.9%	1,034 21.0%	18,375 37.3%

Source: Hamilton-Wentworth Regional Police, 1983 & 1990.

The increase in the number of reported sex and assault offenses is a reflection of an increased concern and awareness of the level of family violence in the community. There are three types of abuse; elder, wife and child. Although there has been considerable debate over the extent of abuse that is occurring, there can be no doubt that abuse is a critical issue.

Over 1 million Canadian women are battered every year. In 1988, 97 Canadian women were murdered by their spouse. Wife abuse occurs 5 times more often in families with incomes of less than \$20,000 a year. The majority of abused women seeking shelter are aged 21 to 34 and over 70% have children. Close to 25% of wife-abuse victims require medical treatment. After leaving their spouses over two-thirds end up living in poverty.

There are four emergency shelters for women in Hamilton-Wentworth, all located in the City of Hamilton. These shelters provide emergency shelter for battered women, counselling, and advocacy with agencies such as the courts, the Housing Authority and Social Services. Women and their children are permitted to stay for a maximum of six weeks.

The four shelters (Martha House, Hope Haven, Inasmuch House, and Interval House) have a total of 76 beds available. In 1989-90, Interval House provided beds for 174 women and 243 children. They also answered 1,742 crisis calls and counselled 601 women at the shelter. A survey of utilization rates in all shelters showed they were occupied over 90% of the time. The shelters are operating at capacity and the number of turn aways are increasing. Interval House estimates that it must find alternative accommodations for one woman and child for every one they accommodate.

Emergency shelters are the first stage for a woman removing herself from an abusive home. Many survivors of domestic violence upon leaving the emergency shelter are in need of "Second Stage Housing". In this type of housing, support services are provided to help the woman learn how to be independent. As of January 1, 1990 the Emergency Shelter Foundation had 12 second stage homes in operation. A total of 34 women and 75 children were housed through this program in 1989. The Foundation estimated that an additional 350 families could have been housed, if there were more space available. The Foundation has set a goal of having 50 second stage homes by the year 1992.

Victims of elder abuse are usually female, aged 75 or over, physically dependent and of low economic status. An estimated 2 to 4% of all elderly individuals suffer abuse. Often they are too frightened to leave abusive situations. The increased emphasis on community living versus institutionalization has meant an increasing number of children are responsible for providing care. Financial and emotional stresses of care and the failure to provide adequate support services result in parents being the target of abuse.

Child abuse is recognized as an increasing social problem. In 1987, there was just under 1,800 cases of child abuse reported to the Child Abuse Register in Ontario. A Gallup Poll published in 1988, revealed that 15% of Ontarians were personally aware of a serious instance of physical child abuse by a parent in their neighbourhood (Ministry of Community and Social Services, 1989). Many of the risk factors associated with child abuse are poverty, unemployment, alcoholism, being born with a handicap, family stress, and inadequate housing.

The reported incidence of child abuse, particularly sexual abuse, is rising as a result of greater public awareness and mandatory reporting. More often than not, the children living on the streets are running away from an abusive home situation.

Although it is debatable as to whether the level of family violence has increased, there is no doubt that increased public awareness has increased the demand for the support necessary to leave an abusive situation. Efforts directed at addressing this problem must go beyond the provision of support services. Factors such as poverty, inadequate housing and a lack of meaningful employment must be dealt with, if a community wishes to significantly reduce its level of family violence.

## **4.6 Other Indicators**

There are a number of indicators of community well-being that were not examined in this paper. Rather the ones examined highlighted the links between poverty, social equity and well-being.

Other possible indicators of community well-being include; recreation and activities, social networks, population mix and migration, people's sense of responsibility, people's sense of history or place, community involvement and volunteers, economic diversity, and pollution.



## 5.0 Creating a Community Vision

The preceding discussion highlighted many of the barriers different segments of the population must overcome in order to participate fully in community life. Often it is very difficult to visualize or realize the social equity considerations when making decisions about future services and activities. The following discussion is about some of the equity factors that might be considered in the development of a community vision for Hamilton-Wentworth. In no way, should the discussion be considered complete or comprehensive. It is presented rather, to facilitate and encourage discussion about social equity.

*Transportation* - Should there be a road tax or charge, for the use of private motor vehicles, in place of a fee for using public transit?

Increasing the cost of using public transit and reducing service, affects specific segments of the population, in particular seniors, youth, the disabled and the poor, who are dependent upon it for transportation. Private motor vehicles are the largest contributors to air pollution. A common perception is that people pay through property, gasoline, sales, and other taxes, for the right to make use of roads and their private motor vehicles while at the same time subsidizing public transit. It is questionable though if the true costs are covered by these taxes. The public participation program of the Sustainable Development Task Force identified 9 community values of which one is the "development of an integrated, balanced and efficient regional transportation system".

*Recreation* - Should recreational facilities built and funded by public dollars charge a user-fee?

The majority of municipally owned recreational facilities charge a user-fee. A large number of community groups and agencies receive operating grants from both Regional and Area Municipal Governments. Although it is recognized that charges are kept to a minimum, a fee can operate as a barrier to the usage of the facility by all segments of the community.

*Large versus Small Projects* - Should large or small scale projects receive public funds?

For example, who benefits if the municipality builds one large olympic sized swimming pool for national competitions instead of say, 5 small swimming pools in local neighbourhoods? A large pool would probably help create an

national image for Hamilton plus provide a training facility for local athletes. Jobs might be created through increased visitors to Hamilton during times of competitions. The large pool would probably have limited access to the public. There would be a user fee which may prevent all segments of the population from using the pool.

*Housing* - Should housing be constructed for a profit?

The construction of housing is not enough, if that housing is not affordable to the majority of residents in Hamilton-Wentworth. Should housing be regarded as a basic necessity and a building block of community rather than as just another commodity? Land-use regulations are often used in an exclusionary manner, that prevents the integration of all income groups in every neighbourhood of the Region.

The development industry has been unable to build a supply of housing large enough to create a 'trickle down' effect which would result in affordable housing. Arguments have been made that the elimination or reduction of government regulations (i.e. zoning bylaws, and rent control) and intervention would allow the development industry greater freedom to address the full range of housing needs in the community.

*Education* - Should all levels of education be free and accessible to all segments of the population?

The future economic health of Canada is largely dependent upon the education and skill levels of its labour force. If these are lacking there will be a decline in Canada's competitive position in the world economy. A declining number of new labour force entrants will increase the importance of job retraining.

*Employment* - Should the Region take actions to try and ensure every resident has opportunities for employment which make use of their skills and education?

Employment opportunities are being polarized into two types - well paid and poorly paid. Continuation of this trend could eventually lead to a two class society. Costly actions such as raising the levels of minimum wage, income support and social assistance would be needed to avoid the possible polarization. Both Stelco and Dofasco have been reducing the size of their labour force. Although they will be continue to be a source of high paying jobs there will be a decline in the number of jobs. It may become increasingly difficult to keep people from leaving the Region as they search for employment opportunities. Efforts directed towards encouraging local actions such as small



business enterprises, collectives, and workers' cooperatives rather than efforts directed at attracting outside investment would mean profits and incomes would have a higher probability of staying in Hamilton-Wentworth. One of the 9 values identified in the public participation program is the "development of a self-sufficient, diverse, sustainable local economy".

*Income* - Should there be a minimum and maximum personal income level?

The distribution of wealth has not changed even with large scale growth in the economy and major changes in the distribution of public dollars. The creation of a healthy, just, sustainable environment requires more than financial aid and the "trickle down" from continued economic growth. The mechanisms, both public and free market, currently used to distribute the wealth of Canada needs to be re-examined.

One of the 9 values identified in the public participation program is the "alleviation of poverty". Approximately 40% of the people under the age of 65 who receive some form of social assistance are considered unemployable. The majority of these people are either disabled or single mothers with young children. In effect these people are penalized financially for personal circumstances outside their control.

*Community Services* - How can the Region best support neighbourhood self help groups plus ensure a coordinated, efficient, and equitable delivery of services?

Although the solution to poverty is not just the provision of social services a number of support services are necessary to assist a person in breaking out of poverty. Services such as child care, home care for the elderly, legal services, and job training are all required. Decentralized community organizations tend to operate more efficiently. Through their self-help direction they encourage community involvement. Action in this direction could help achieve the third principle of sustainable development - "self-determination through . . . development of local solutions to environmental and development problems". Community services and facilities should be decentralized and dispersed throughout the Region and should be accessible to all people in the community.

*Health* - Can the link between poor health and poverty be eliminated?

Poverty usually means poor health because of factors such as poor diets and, substandard housing. Although access to health care is largely free (exceptions: dental care, eyeglasses, drug prescriptions) improvements can occur. Preventative actions could be taken through improved awareness.

*Community Empowerment* - Should every individual have the right to participate in the decision making process of Regional Government which affect their community?

Regional Council has recognized the need and desire for increased public participation. The creation of the Regional Chairman's Task Force on Affordable Housing and the Regional Chairman's Task Force on Sustainable Development and their actions are prime examples of increased public involvement in decisions that affect their community. As people become involved, they should take on more of a feeling of responsibility for their community, resulting in a healthier living environment.

## **6.0 Regional Policy**

One of the themes of sustainable development is the extension of our planning horizons. It is often suggested that many actions taken to alleviate poverty fail because they are stop-gap, short term actions. A commitment to a long term vision is needed to address this problem plus create a sustainable community in Hamilton-Wentworth.

Another of the major underlying themes of sustainable development is the recognition of the need for integrating economic, social and land-use policies. The Region has a number of major policy documents which are used to guide decision making. No one document, however provides an integrated comprehensive strategy for the Region. At times the policy directions of one document contradict with another or the actions of another department.

The major policy documents are the Economic Strategy, The Regional Housing Statement Update, and The Regional Official Plan which are usually reviewed every five years. The actions of the Economic Development Department, the Planning and Development Department and the Engineering Services Department are largely guided by these policy documents. Both the Regional

Official Plan and the Economic Strategy are under review and will be revised according to the principles and recommendations of the Regional Chairman's Task Force on Sustainable Development.

The Social Services Department and Health Department lack a Human Services Plan and therefore take direction for the majority of their long term actions from Provincial Mandates. The Regional Official Plan does contain in the appendix a statement of the policies of Regional Council on human services and facilities. Although these policies are not approved by the Provincial Government they do indicate the general direction of Regional Council. Policies contained in this section, cover education, library services, police and fire protection, social services and health (see Appendix A).

The central mandate of the Department of Social Services is to provide financial assistance and services to residents of Hamilton-Wentworth who are unable to provide for themselves and their families. The Department of Social Services to a large extent operates under the guidelines of five acts legislated by the Provincial Government; the General Welfare Assistance Act, the Day Nurseries Act, the Homemakers and Nurses Services Act, the Home for the Aged and Rest Homes Act, and the Family Law Reform Act. Services provided can be categorized as income maintenance, employment services, shelter and housing services, services for the elderly, and support services.

The Department of Public Health Services central mandate is to improve and ensure the good health of the residents of Hamilton-Wentworth. The services provided by this department include alcohol and drug assessment services, dental care for children from families in need, child and adolescent services, inspection services, nursing, and nutrition services. In addition the department operates as a Teaching Health Unit in conjunction with McMaster University. In 1988, the department went through a strategic planning exercise to review its role in the community and its corporate identity. The major result of this process was to ensure the focus of the department is on public health and the ideas of the healthy communities concept. To reflect the new focus the name of the department was changed from the Department of Health Services to the Department of Public Health Services.



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## Appendix A

### Regional Official Plan Policy Statements on Human Services and Facilities



## A1 HUMAN SERVICES AND FACILITIES

This appendix provides a statement on the policies of Regional council on services and facilities which are associated with the social development of the citizens of the Region. These services and facilities include Education, Health, Library Services, Police and Fire Protection and Personal Social Services.

### A1.1 EDUCATION

It shall be the policy of Regional Council:

- A1.1.1 To encourage a closer liaison between the Regional Municipality, the Local Education Authorities and the Area Municipalities so that the needs of the educational system in the Region are determined in a manner which is consistent with the policies of this Plan.
- A1.1.2 That prior to approval of plans of sub-division and Regional and Area Municipal Official Plan Amendments regarding residential development, Local School Boards and the Ministry of Education will be requested to comment on:
- (a) The adequacy of existing schools in nearby areas to accommodate the anticipated growth in enrolment;
  - (b) The possibility of alternatives to the construction of new schools, such as the changing of school boundaries, busing or expansion of existing schools in nearby areas, to meet the Board's needs; and
  - (c) Requirements for new school sites.
- A1.1.3 That in the event that a community college, university, or other educational institution wishes to develop a new campus site in the Region, the institution must first seek Regional Council's consent. Such consent would be considered after:
- (a) The institution has conformed with the provisions of the Environmental Assessment Act, 1975; and
  - (b) The institution has provided Regional council with a clear statement of what impacts such development will have on the provision of Regional services.

## A1.2 HEALTH

It shall be the policy of Regional Council:

- A1.2.1 To seek changes in the Provincial legislation which will relieve Regional Council from any financial obligation towards capital grants for hospitals and other major health care facilities.
- A1.2.2 To seek changes in the legislation so that the powers and functions of the Regional Board of Health are transferred to the Regional Council.
- A1.2.3 To encourage and assist in the development and maintenance of comprehensive and integrated health services for the residents of this Region.
- A1.2.4 To ensure that any health facility which is provided is an integral part of a comprehensive health plan and that the new facility is located in such a manner that it is easily accessible to the residents to be served.
- A1.2.5 To encourage and support the District Health Council in the continuation of public participation in the planning of future health programs.
- A1.2.6 To request the Province to consult Regional Council before undertaking any major expansion or reduction to the existing health care facilities and/or construction of new facilities.

## A1.3 LIBRARY SERVICES

The local library boards, the South Central Regional Library System, McMaster University and Mohawk College, and the local Boards of Education are all involved in the provision of library services within the Hamilton-Wentworth Region.

It shall be the policy of Regional Council:

- A1.3.1 To recognize each of these agencies and encourage their cooperation and coordination in order to provide a broad range of library services to the Region's residents.
- A1.3.2 To require the Area Municipalities to state policies in their Official Plans regarding the provision of library services and the establishment of library locations.

A1.3.3 To encourage and assist through the provision of planning and other information, the appropriate library agencies:

- (a) In the establishment of library standards, and
- (b) To determine the possible sharing of facilities between the library boards and other public agencies providing library services.

A1.3.4 To encourage the library agencies of the Region to continue to provide special services for the aged, handicapped and others unable to use fixed library facilities.

#### A1.4 POLICE PROTECTION

It shall be the policy of Regional Council:

A1.4.1 Through the Board of Commissioners of Police, to provide adequate police protection, high in quality and consistent with the needs of all citizens in the Region.

A1.4.2 To recognize the changing role of the Police Force and encourage liaison with other agencies in order to avoid excessive demands on the Police Force.

A1.4.3 To provide planning and other resources for determining the location and the need for any Regional Police facility if requested by the Board of Commissioners of Police.

A1.4.4 To encourage cooperation and exchange of information between the Board of Commissioners of Police and the Regional Municipality of Hamilton-Wentworth.

#### A1.5 FIRE PROTECTION

It shall be the policy of Regional Council:

A1.5.1 Through the Regional Fire Coordinator, to consult and cooperate with the Area Municipalities, to ensure that the control procedures and method of operation of the Area Municipalities' Fire Departments will be adequate during a declared emergency.

A1.5.2 To promote the sharing of services and facilities through inter-municipal cooperation so as to enable fire protection to cover the entire Region as economically as possible.



A1.5.3 To encourage the exchange of planning and resource information, so as to provide for the best use and location for required facilities.

A1.5.4 To predetermine, in cooperation with Area Municipal Fire Departments, the location of required fire stations within the development proposals of the Regional and Area Municipal Official Plans.

A1.5.5 To encourage the installation of fire detection devices in all dwellings.

#### A1.6 SOCIAL SERVICES

It shall be the policy of Regional Council:

A1.6.1 To request the Government of Ontario to ensure that Regional Municipalities are asked for their comments on the impact on the Municipality when social policy and/or major social program changes are being contemplated in the social development field.

A1.6.2 To assume responsibility for the planning and delivery of personal and community social services and to this end, co-operate with other levels of government, and non-governmental agencies.

A1.6.3 To ensure that the social needs of residents are identified, appraised and monitored.

A1.6.4 To establish priorities and standards for the provision and delivery of personal and community social services in the Region.

A1.6.5 To monitor the personal and community social services that are delivered in the Region.

A1.6.6 To assist in the development of personal and community social services which are integrated with health services at the delivery level.

A1.6.7 To ensure that:

(a) The social services which are provided are available and accessible to all residents, and

(b) User charges are according to the ability to pay.

- A1.6.8 To make certain that the required social services are available to encourage residents to achieve, regain and/or maintain full or partial economic independence.
- A1.6.9 To make sure services are provided in a way that will enable the family to function as a unit throughout the family's entire life span, if this is in its best interest.
- A1.6.10 To initiate and/or facilitate actions to promote the establishment and maintenance of community based residential facilities for all residents who require assistance:
- (a) To establish, regain and/or maintain independent living;
  - (b) For rehabilitative purposes; and
  - (c) For continuing care.
- A1.6.11 To make certain that changes in land use will be assessed in terms of social impacts.
- A1.6.12 To promote actions that will improve physical accessibility to housing, community facilities, employment, educational or training facilities and other essential services for persons with special needs due to either physical or other handicapping conditions and thereby enable such persons to take charge of their own lives and participate in community activities.
- A1.6.13 As a means of meeting social and economic needs more effectively and economically:
- (a) To request the Government of Ontario to transfer to the Region the responsibility and accompanying funds for the delivery of all financial assistance, personal and community social services provided within the Region; and
  - (b) To request the Federal Government to withdraw from providing and funding social services directly within the Region and to achieve national social services objectives through the appropriate Provincial and Local Government agencies.

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